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FOR O'DONNELL, EB/TRP

E.O. 11652: N/A

TAGA: OCON, ETRD, UK

SUBJ: COFFEE: FOURTH SERIES OF ICO/WG MEETINGS, MARCH
17-22, 1975

REF: (A) STATE 61203; (B) LONDON 3340

1. SUMMARY: IN CONTRAST TO THE FEBRUARY MEETINGS, THE
MARCH 17-22 SERIES OF MEETINGS OF THE INTERNATIONAL
COFFEE ORGANIZATION (ICO) WORKING GROUP ON NEGOTIATION
OF A NEW COFFEE AGREEMENT (WG) WAS QUITE PRODUCTIVE,
OCCASIONED BY SEARCHING EXAMINATION OF THE BRAZIL/
COLOMBIA OUTLINE FOR A NEW COFFEE AGREEMENT (ICA)
REF (A) AS WELL AS A GENERALLY HIGH TECHNICAL LEVEL
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OF DISCUSSION OF OTHER ITEMS. HOWEVER, ONLY PART OF
THE WG AGENDA FOR THE MEETING WAS COVERED AND NO EFFORT
WAS MADE TO ACHIEVE BREAKTHROUGHS TOWARD CONSENSUS ON
MORE CONTENTIOUS ISSUES. THE MARCH WG MEETINGS
PROBABLY CLOSED OUT--ON A GENERALLY UP-BEAT NOTE--THE
FIRST PHASE OF THE ICA PRENEGOTIATIONS, A PHASE
DEVOTED TO DISCUSSING PROPOSALS SUBMITTED BY MEMBERS,
PROBING MAJOR ISSUES AND EXAMINING SOME TECHNICAL

PROBLEMS. THIS PROCESS FOCUSED INTEREST ON COMBINING A QUOTA SYSTEM WITH SOME SORT OF INTERNATIONAL CONTROLLED STOCK SYSTEM, BUT DID LITTLE MORE THAN DEFINE THE HARD PROBLEMS THAT MUST BE RESOLVED IF A NEW ICA IS TO COME INTO BEING. IN THIS REGARD, THE UPCOMING MEETINGS IN APRIL ARE EXPECTED TO PROVIDE THE FIRST OPPORTUNITY FOR REAL BARGAINING, FORCING DELEGATIONS FOR THE FIRST TIME TO TAKE POSITIONS ON KEY ISSUES. END SUMMARY.

2. THE FOURTH WG SERIES, HELD MARCH 17-22, 1975, WERE CONDUCTED ON A DECIDEDLY HIGHER PLANE THAN THE FEBRUARY MEETINGS. ALTHOUGH, NOT ALL ITEMS ON THE SESSION'S LENGTHY AND WELL ANNOTATED AGENDA WERE COVERED, THIS SERIES PROVIDED AN OPPORTUNITY FOR AN EXAMINATION OF THE BRAZILIAN/COLOMBIAN OUTLINE FOR A NEW ICA AND FOR SERIOUS DISCUSSION, OF HIGH TECHNICAL CALIBER, OF QUOTA SYSTEMS. DURING THE WEEK SUBSTANTIVE WG MEETINGS WERE CONDUCTED AS JOINT MEETINGS OF THE TWO SUB-WGS (ONE ON SUPPLY AND DEMAND AND THE OTHER ON PRICES). IN ADDITION, MOST OF THE FIRST DAY AND PART OF ANOTHER WAS GIVEN OVER TO PRODUCER AND CONSUMER GROUP CAUCUSES. AN EXECUTIVE BOARD MEETING WAS ALSO CONVOKED DURING THE WEEK TO DEAL WITH FINANCIAL MATTERS.

3. HIGHLIGHTS: (A) BRAZIL/COLOMBIA INITIATIVE. IN RESPONSE TO THE INTEREST GENERATED IN THE MARCH 13-14 VISIT TO WASHINGTON OF A BRAZILIAN MISSION HEADED BY BRAZILIAN COFFEE INSTITUTE (IBC) PRESIDENT CALAZANS, REF (A), NORMAL WG ACTIVITY WAS SUSPENDED SHORTLY AFTER THE FORMAL OPENING OF THE SESSION IN ORDER TO PERMIT THE CONSUMER AND PRODUCER GROUPS TO

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CAUCUS. AT THE CONSUMER MEETING, THE USREP (O'DONNELL) BRIEFED CONSUMERS ON THE VISIT, WHICH HE DESCRIBED AS USEFUL BECAUSE IT (I) DEMONSTRATED THE SERIOUS INTEREST OF BRAZIL IN THE NEGOTIATIONS, (II) ALLOWED FOR FRANK AND PRACTICAL INTERCHANGE, (III) GAVE CALAZANS NEEDED EXPOSURE TO US POLICYMAKERS, AND (IV) ESTABLISHED GROUNDWORK FOR MOVING AHEAD. USREP EXPLAINED FULLY THE OUTLINE PROPOSAL FOR A NEW AGREEMENT PRESENTED BY BRAZIL DURING THE WASHINGTON VISIT (PARA 3, REF (A)), READING FROM NOTES PREVIOUSLY APPROVED BY THE BRAZIL DEL (RAFFAELLI). HE ALSO SUMMARIZED THE US REACTION TO IT (ALONG LINES PARA 4, REF (A)). AT THE PRODUCER MEETING, BRAZIL AND COLOMBIA (RESTREPO) CONDUCTED A SIMILAR BRIEFING; ALTHOUGH, REPORTEDLY WHEN QUESTIONED ABOUT THE US REACTION TO THE OUTLINE, RAFFAELLI DID LITTLE MORE THAN SAY THE US HAD AGREED TO STUDY THE PRO-LIMITED OFFICIAL USE

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POSAL. SUBSEQUENTLY, THE OUTLINE WAS DISCUSSED IN A WG PLENARY SESSION AND WAS FREQUENTLY ALLUDED TO IN RELATION TO OTHER TOPICS UNDER DISCUSSION. BRAZIL AND COLOMBIA PROMISED TO PRESENT A FORMAL, WRITTEN PROPOSAL, HOPEFULLY WITH THE CO-SPONSORSHIP OF OTHER MEMBERS, DURING THE APRIL WG MEETINGS. THEY EMPHASIZED THAT THE PAPER WAS STILL IN THE PROCESS OF BEING DRAFTED AND MIGHT DEVIATE FROM THE OUTLINE IN SOME DETAIL. EARLY REACTION TO THE OUTLINE WAS CAUTIOUS, WITH THE OTHER MILDS GROUP, PARTICULARLY, CHALLENGING THE PROPOSED METHOD FOR SETTING BASIC QUOTAS (I.E., MARKET SHARES) FOR THE LIFE OF THE AGREEMENT ON THE BASIS OF 1968/69 TO 1971/72 EXPORT DATA. CONSUMER REACTION FOCUSED UPON THE RIGIDITY OF THE PROPOSED SYSTEM. FRANCE (GALLOT AND HERRMANN) WERE PARTICULARLY OUTSPOKEN.

(B) QUOTAS. DIVISION OF MARKET BETWEEN MEMBERS AND NON-MEMBERS. A MAJORITY OF THE WG APPEARED TO FAVOR A SYSTEM UNDER WHICH ALL COFFEE--FOR MEMBERS AND NON-MEMBERS ALIKE--WOULD BE UNDER QUOTA. CONSUMERS, PARTICULARLY, ARGUED FOR THE SINGLE MARKET CONCEPT, POINTING OUT THE DIFFICULTY IN JUSTIFYING A NEW ICA WHICH MIGHT INSTITUTIONALIZE A DIFFERENTIAL PRICE SYSTEM. THE CONTROLS PROBLEM WAS RECOGNIZED AND A TECHNICAL GROUP ON CONTROLS WAS AUTHORIZED, TO MEET APRIL 23-24. BRAZIL, COLOMBIA, OAMCAF, GUATEMALA, UGANDA AND PORTUGAL WILL REPRESENT PRODUCERS, WHILE THE FRG, FRANCE, UK, US, NETHERLANDS AND FINLAND WILL BE CONSUMER MEMBERS.

(C) QUOTAS. MARKET SHARES (BASIC EXPORT ENTITLEMENTS). THIS TOPIC WAS DISCUSSED ALMOST EVERYWHERE BUT UNDER THE AGENDA SUB-ITEM FOR IT. FALLAS CACERES OF EL SALVADOR MADE A SCATHING, INDIRECT ATTACK ON THE BRAZIL/ COLOMBIA PROPOSED SYSTEM FOR ASSIGNING BASIC QUOTAS. UGANDA LINKED INEFFECTIVE CONTROLS AND VIOLATIONS TO MARKET DISTRIBUTION, POINTING OUT THAT ONLY WITH EQUITABLE MARKET DISTRIBUTION AND CORRELATED PRODUCTION POLICIES COULD EFFECTIVE CONTROLS BE MAINTAINED. NO HEADWAY WAS MADE TOWARD CONSENSUS. THE BRAZIL/COLOMBIA MARKET DISTRIBUTION FORMULA SEEMED TO WIN NO SUPPORT, RATHER, INTEREST SEEMED TO BE MORE IN SOME SORT OF FLEXIBLE SCHEME WHICH WOULD TAKE INTO ACCOUNT HISTORICAL PERFORMANCE, AVAILABILITY OF COFFEE, AND DIFFERENTIATED LIMITED OFFICIAL USE

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DEMAND.

(D) QUOTAS. ANNUAL ENTITLEMENTS (I.E., ESTIMATED TOTAL DEMAND AGAINST WHICH BASIC QUOTA YARDSTICK TO BE APPLIED). DISCUSSION OF THIS TOPIC WAS GENERALLY OF A HIGH, TECHNICAL QUALITY, WITH THE EXECUTIVE DIRECTOR'S PRESENTATION PARTICULARLY GOOD, AS WERE THE COMMENTS BY BRAZIL (LIMA) AND PORTUGAL (MEDINA). DISCUSSION REVOLVED AROUND STATISTICAL TOOLS AVAILABLE FOR PROJECTING COFFEE DISAPPEARANCES (DEFINED AS IMPORTS LESS RE-EXPORTS, PLUS CHANGE IN CONSUMER INVENTORIES) AND THE FEASIBILITY OF ESTABLISHING A MORE OR LESS AUTOMATIC SYSTEM FOR PROJECTING COFFEE NEEDS. THERE SEEMED TO BE CONSIDERABLE RESISTANCE TO AUTOMATICITY HOWEVER. NO ATTEMPT WAS MADE TO REACH AGREEMENT ON A PARTICULAR MECHANISM, BUT IT WAS AGREED THAT STATISTICAL MEASURES OF DISAPPEARANCE SHOULD BE USED AS AN IMPORTANT TOOL IN MEASURING DEMAND. DISCUSSION ALSO BROUGHT OUT THE LINKAGE BETWEEN BASIC AND ANNUAL QUOTAS, THE DIFFERING DEMAND FOR VARIOUS TYPES OF COFFEE AND THE TENDENCY TOWARD CREATION OF "PAPER" QUOTAS UNLESS ALL THESE FACTORS ARE IN BALANCE. THE CONCEPT OF A "MOVING" QUOTA YEAR WAS BRIEFLY DISCUSSED.

EXPORT REQUIREMENTS AS WAS THE PROBLEM PRESENTED
THIS FOCUSED ATTENTION ON PROBLEMS UNDER
FORMER ICA'S OF FINAL QUARTER DUMPING OF COFFEE ON THE
MARKET AND THE NEED TO ASSURE A STEADY FLOW OF COFFEE
TO MARKET IN THE QUANTITIES AND TYPES NEEDED IN RESPONSE

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TO MARKET CRITERIA RATHER THAN ICA-INDUCED ANOMALIES.
IT WAS RECOGNIZED THAT A MOVING COFFEE YEAR WOULD
ADDRESS THIS PROBLEM, BUT SIMILARLY WOULD BRING
PROBLEMS OF ITS OWN ASSOCIATED WITH THE CONCEPT OF
AUTOMATICITY.

(E) QUOTA/PRICE MECHANISMS; PRODUCTION AND STOCK
POLICY. LITTLE TIME WAS LEFT FOR EXPLORING THESE TOPICS;
HOWEVER, IN RELATION TO THE BRAZIL/COLOMBIAN SYSTEM,
CONSUMERS SEEMED TO FEEL THAT IN ADDITION TO A STOCKPILE
UNDER INTERNATIONAL CONTROL, SOME SYSTEM OF VERIFIED
NATIONAL STOCKS WAS NECESSARY. THE QUESTION OF
UNLIMITED QUOTAS IF PRICES EXCEED A CERTAIN AGREED
LEVEL WAS DISCUSSED IN CONTEXT OF CONTROL AND OTHER
PROBLEMS INCIDENT TO A SUBSEQUENT REIMPOSITION.

4. COMMENT. THE APRIL 14-25 SESSION OF THE WG SHOULD

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BE PARTICULARLY IMPORTANT. THE LEVEL OF DELEGATIONS IS EXPECTED TO BE HIGH, AND THE WG SHOULD HAVE BEFORE IT AT LEAST TWO IMPORTANT DOCUMENTS FOR CONSIDERATION--THE BRAZIL/COLOMBIA PROPOSAL AND A DRAFT PREPARED BY THE SECRETARIAT CONTAINING ALTERNATE FORMULATIONS OF KEY ARTICLES.

5. THE MARCH MEETING PROBABLY ENDED THE FIRST PHASE OF ICA PRE-NEGOTIATIONS. THIS FIRST PHASE HAS BEEN MOSTLY AN EXERCISE IN ESTABLISHING PARAMETERS AND DEFINING ISSUES. ON THE WHOLE, DESPITE THE FACT THAT PROGRESS HAS BEEN SLOWER THAN ANTICIPATED, THE WG SO FAR HAS ACCOMPLISHED ABOUT WHAT COULD BE REALISTICALLY EXPECTED OF IT. UNDOUBTEDLY, SOME OF THE WORK OF THE FIRST PHASE IS STILL LEFT FOR THE APRIL MEETINGS. HOWEVER, THE EXPECTATION IS THAT THINGS WILL MOVE MUCH MORE RAPIDLY AND DEEPLY INTO PROBLEMS IN APRIL. THIS MEANS THAT THERE IS PROSPECT FOR HARD BARGAINING, FORCING DELEGATIONS FOR THE FIRST TIME TO TAKE POSITIONS ON KEY ISSUES.

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